

Goal 14: Urbanization, Analysis

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Introduction

The Goal 14 analysis describes how Junction City's Plan addresses the [Land Conservation and Development Commission's](#) (LCDC) goal on urbanization. The goal requires an "orderly and efficient transition from rural to urban land uses." The goal mandates the establishment of an urban growth boundary (UGB) to identify and separate urbanizable land from rural land. the goal specifies seven factors on which the UGB is to be based.

The UGB

Junction City's UGB contains 1,810 acres of which 688 acres are within the current City Limits. (The City Limits contain an additional 94 acres that are outside of the UGB because the land is and will continue to be used for agriculture.) The UGB contains 957 acres that are developed. The remaining 853 acres are vacant or in agricultural use and are considered developable.

The location of the Urban Growth Boundary depicts Junction City's plans to develop in two directions: west and south. The City's planned expansion to the west will accommodate future residential and special industrial development. Buildable lands south of the existing City Limits are designated for industrial use.

Organization

The analysis is organized according to the two factors that justify the [need](#) for the UGB and the five factors that justify the [location](#) of the UGB. The discussion presents assumptions, findings, adopted goals, policies, implementation strategies, and other information to explain why Junction City adopted its UGB.

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Need Factors

The size of Junction City's UGB addresses two LCDC urbanization factors:

1. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.
2. Need for housing, employment opportunities, and livability.

As specified by LCDC guidelines, the size of Junction City's UGB takes into account four of the area's characteristics. The four characteristics provide the means for organizing the discussion of the need factors.

1. The growth policy of the area
2. Population projections for the year 2000
3. The carrying capacity of the area
4. Open space and recreational needs

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Growth Policy

Junction City's growth policy continues past trends while enhancing the area's livability and protecting its valuable resources. The Plan contains several statements that reflect the growth policy.

It is a goal of this plan to provide an adequate amount of buildable lands to sustain growth in all sectors of the community.

It is a goal of this text to ensure that the economy of Lane County and the State benefit from land use decision promoting industrial growth within the Junction City area. It becomes a goal of this plan to diversify and improve the local economy by encouraging continued expansion of the manufacturing sectors.

It is a further goal of this plan to diversify and improve the local economy by encouraging the siting of new industries.

Junction City's growth policy reflects current economic conditions, community attitudes, and the City's ability to satisfy criteria identified by firms wishing to either relocate to or expand within the area.

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Current Economic Conditions

Conditions that affect the City's growth policy are:

- A labor force that is largely dependent upon seasonal or cyclical employment, particularly in the food processing, lumber, and wood products industries.
- the recent unavailability of land to accommodate interested new industries and the expansion needs of existing employers.
- High and persistent unemployment locally and throughout the State.
- Local, county-wide and State programs geared towards industrial diversification.
- Job growth during the last decade of 54 percent that surpasses the population growth of 40 percent.
- Under utilized local resources, including labor and public and private facilities and services.
- Approximately half of Junction City workers are employed outside the immediate area (Census Tract 4). Many presumably would seek employment within the area if the opportunities were available.

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Community Attitudes

Community attitudes have shaped the City's growth policies. The attitudes developed because of the economic conditions.

Examples of community attitudes include the following:

- Junction City residents actively participate in and have hosted meetings of the Lane Economic Forum, a volunteer effort for reaching County-wide consensus on future economic direction.
- The City formed the Economic Development Committee, which advises the City on economic policy and assists firms desiring relocation and expansion assistance.
- Local business associations are assisting the City in developing an Industrial Site Study that describes 12 features of each parcel designated for industrial development.
- Testimony at hearings on the comprehensive plan that support the Plan's policies including testimony by current owners.

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Site Criteria

The City's growth policy also reflects the community's ability and desire to satisfy the criteria identified by firms wishing to either relocate to or expand within Junction City.

- According to the facility study that is currently being developed, Junction City has established the basic framework to properly accommodate and serve the growth anticipated within the UGB. A current phase of the study will determine the employment capacity of the sites designated for industrial and technology.
- The City can provide development opportunities on a variety of sites of different sizes with an array of amenities, including rail, highway, and pipeline access. The City can also provide large protected, attractive, sites for the initial development and future expansion needs of small and medium electronics firms.
- Four major education institutions lie within 25 miles of the City:
 1. University of Oregon
 2. Oregon State University
 3. Linn-Benton Community College
 4. Lane Community College
- Mahlon Sweet Field, an airport served by four commercial airlines, is just minutes from the city.
- The cultural, institutional, and commercial activities of the Eugene-Springfield metropolitan area enhance Junction City's attractiveness to existing and potential employers.
- Junction City can offer relatively low cost energy and utilities.
- The City shares with the region in providing a variety of outdoor recreational opportunities.

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Locational Factors

The location of Junction City's UGB addresses five LCDC urbanization factors. The factors serve as the basis for organizing the discussion.

- [Orderly and economic provision for public facilities and services.](#)
- [Maximum efficiency of land uses](#) within and on the fringe of the existing area.
- [Environmental, energy, economic and social consequences.](#)
- [Retention of agricultural land](#) as defined, with Class I being the highest priority for retention and Class VI the lowest priority.
- Compatibility of the proposed urban uses with nearby agricultural activities.

Orderly and Economic Provision for Public Facilities and Services

Junction City provides numerous facilities and services to its residents. The City extends those services to new areas when they are annexed. The basic services required for annexation are water, sanitary sewers, streets, and electricity. The City provides police and fire protection and rescue services.

The Plan provides policies to ensure the provision of municipal services up on annexation. The capability to serve the land guided the location of the UGB.

The City's growth will occur generally to the west and south of the existing City Limits. On the west, the parcels within the UGB and the configuration of the UGB are sufficient to enable logical and efficient extension of services. The south extension of the UGB may be difficult and expensive to reach with the City's water and sewer services, necessitating the construction of separate facilities, possibly financed by a local improvement district. A study is underway to determine the location and capacity of facilities and the cost for servicing this area.

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Maximum Efficiency of Land Uses

The Plan and the location of Junction City's UGB promotes maximum efficiency of land uses both within and on the fringe of the existing urban area. The following provide evidence.

- Planned increases in residential densities support efficient use of the land.
- The land use allocations group compatible development and locate traffic generating uses in the Central Business District and along existing thoroughfares.
- The allocations promote maximum efficiency of Junction City's highway, street, and rail facilities.
- Requiring the availability of municipal services at the time of annexation promotes infilling.
- Implementing ordinances specify siting standards that ensure proposed development will be compatible with or buffered from existing less intense uses.
- Parcel size and ownership patterns in the UGB ensure that development will occur as planned. The parcels in the UGB west of the City are designated for Technology meets parcel size and ownership patterns consistent with the needs of the industry. The southern extension of the UGB contains parcels that vary greatly in size, thereby meeting the expansion or relocation needs of a variety of industrial firms.

The allocations of industrial land in the long, narrow southern extension of the UGB continue historical development trends. The trends were established at the beginning of Junction City with the location of railroads.

- Current land uses between the rail lines is primarily industrial within the City.
- Outside the City industrial development occupies 64 acres of the UGB.
- The City contains only six acres of vacant and agricultural land designated for industrial use. The land consists of 30 parcels of which most are substandard for development. (The City will reevaluate the plan designation for these parcels.)
- the County has zoned 200 acres of the vacant and agricultural land for M2, Light Industrial Zone.

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Environmental, Energy, Economic, and Social Consequences

The Plan recognizes and addresses the environmental, energy, economic, and social consequences of the UGB location.

Environmental

The Junction City environment will be affected by planned growth in the following ways.

- Loss of agricultural land
- Increase in traffic and possible congestion
- Increase in waste products
- Loss of vegetative cover and wildlife habitat
- Potential threats to area's air and water resources
- Possible increase in noise
- Potentially less pleasant visual environment

The allocation plan, Plan policies, and implementation strategies are designed to minimize negative environmental effects.

Alternative locations for growth, particularly north and east of the City Limits, would not minimize the identified negative environmental effects. Alternative locations would transport the environmental effects to more productive agricultural lands.

Energy

The area's energy supplies of electricity and natural gas are generally plentiful. Nonetheless, the location of the UGB and the allocation of land uses address possible energy effects of planned growth.

- Decrease in energy used for commuting outside of the area for employment.
- Potential increase in mass transit, carpooling, and vanpooling between Junction City and the metropolitan area because of new concentrated employment centers, and increase ridership potential.
- Increase in residential densities and more intensive use of all urban lands will reduce energy consumption.
- Potential increase in pedestrian and bicycle traffic to reduce energy use.

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Economic

Assumed economic consequences of Junction City growth are listed below.

- Decrease in unemployment and underemployment
- Increase in the number of stable jobs
- Relative increase in incomes
- Increased number and variety in local job opportunities
- Potential increase in cost, taxes, and fees for improving and expanding public facilities and services
- Increased locational choices for expanding and relocating firms

The allocation of industrial and technology lands designate the lands which are most suitable for industrial and technology development. The allocations provide an adequate supply of land of the character necessary for economic diversification. The allocations also reflect expansion in areas that already are characterized as industrial and that have industrial services such as rail and highway access.

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Social Impacts

Social impacts of planned growth are not addressed directly by the Plan policies. It is assumed that the UGB and Plan policies could have the following consequences.

- Increased frustration for some residents due to more intense urban development, congestion, and densities

- Increase in recreational time due to decreased commuting time
- Greater variety of residential options by structure type, density, and location
- Changing community image

A different location for the UGB would not eliminate negative social consequences, but rather would transfer them to another location. Based on evidence of community attitudes in support of the Plan and the UGB, the negative social impacts will be minimal.

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Agricultural Land-Retention and Compatibility

This last section of the Goal 14 analysis unites discussion of the two urbanization factors that deal with agricultural land.

- Retention of agricultural land as defined, with Class I being highest priority for retention and Class VI the lowest priority.
- Compatibility of the proposed urban uses with nearby agricultural activities.

Relevant findings on agricultural lands within and surrounding Junction City are listed below.

- Most of Junction City has developed on Class I and II soils.
- The City Limits are bounded on all sides by lands with primarily Class I and II soils.
- The UGB includes lands adjacent to the City that have lower agricultural production value than other adjacent lands.
 - Class I and II soils on lands north and east of the City are used primarily for the production of peppermint and beans in rotation with wheat and grass seed.
 - Soils in the UGB extension south of the City are primarily Class III and contain higher proportions of Class IV. This area is used for grazing and grass seed production.
 - Soils in the area immediately west of the City Limits are primarily Class I and II. West of Oaklea Drive in the area designated for Technology, the soils are primarily Class III.
 - The 94 acres of agricultural land that are within the City Limits but outside the UGB primarily consist of Class I and II soils.
 - Agricultural production on the south is limited because railroad and highway right-of-way limit access and irrigation potential. Less than 50 percent of the land is in production.
- The compatibility of urban and rural development is in evidence on Junction City's eastern limits where urban residential development adjacent to agricultural certainly enhances the former with no threat to the enjoyment of the latter's property.
- the campus-like Technology development of the western UGB will be compatible with adjacent agricultural uses.
- Industrial development in the southern UGB extension will be buffered from adjacent agricultural production by existing railroad and highway rights-of-ways.
- Plan policies and implementation strategies provide for siting standards that protect and enhance the compatibility of urban and rural areas.

In summary, the location of the UGB protects the best agricultural lands. Plan policies and characteristics of the sites and proposed land uses enhance compatibility between urban and rural uses.